

Message Text

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ACTION AID-59

INFO OCT-01 AF-08 EUR-12 IO-13 ISO-00 IGA-02 SP-02 L-03
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R 280730Z FEB 77
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC 4591
INFO AMEMBASSY BONN
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JOINT STATE/AID MESSAGE

E.O.11652: N/A
TAGS: ECON, EAID, RW
SUBJECT: GOR/DONOR ROUND TABLE DISCUSSES RWANDA FIVE-YEAR PLAN

REF: STATE 035813

SUMMARY: THREE-DAY GOR/DONOR DEVELOPMENT ROUND TABLE LAST WEEK
EXAMINED WAYS AND MEANS OF COOPERATING IN RWANDA'S NEW 5-YEAR
PLAN, WHOSE REALIZATION DEPENDS UPON PROJECTED 72 PERCENT
DONOR CONTRIBUTIONS. PARTICIPANTS LAUDED PLAN'S FOCUS UPON
NEEDS OF RURAL POOR, LAMENTED DISPROPORTIONATE COSTS OF
"MODERN" INDUSTRIAL/INFRASTRUCTURE PROJECTS, AND AGREED THAT
GREATER PROJECT INTEGRATION AND DONOR COORDINATION WERE
NEEDED. USAID FOOD STORAGE AND MARKETING PROJECT CITED AS
MODEL AND ITS EXPANSION URGED. USDEL AVOIDED MAJOR COMMITMENTS
BUT WERE GRATIFIED THAT AIMS OF PLANNERS AND OTHER DONORS
COINCIDED WITH OUR INTERESTS IN RURAL DEVELOPMENT/FOOD
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PRODUCTION. END SUMMARY

1. RWANDAN OFFICIALS FINALLY GOT TOGETHER WITH DONOR
DELEGATIONS FEBRUARY 17 - 19 TO DISCUSS RESULTS OF RWANDA'S
FIRST FIVE-YEAR PLAN (1972-76) AND TO EXAMINE WAYS AND
MEANS OF IMPLEMENTING NEWLY-PRODUCED SECOND PLAN (1977-81).
IN TERMS OF SERIOUS CRITICISM AND HARD

BARGAINING, MEETINGS WERE BY NO MEANS A RESOUNDING SUCCESS. BUT IN RWANDAN CONTEXT, MERE FACT THEY WERE HELD AT ALL, THAT THEY WERE MOSTLY PUT TOGETHER BY GOR ITSELF, AND THAT THEY FOCUSED SOME ATTENTION ON RWANDAN DEVELOPMENT GOALS AND DONOR MISGIVINGS REPRESENTED SUBSTANTIAL ACHIEVEMENT OF SORTS.

2. OPENING SPEECHES BY MINISTERS OF FOREIGN AFFAIRS AND PLAN HIGHLIGHTED CONTRAST BETWEEN FIRST AND SECOND FIVE-YEAR PLANS:

-- FONMIN OUTLINED ACCOMPLISHMENTS UNDER FIRST PLAN, WHICH AIMED PRIMARILY AT MITIGATING RWANDA'S LANDLOCKED PLIGHT THROUGH MAJOR INFRASTRUCTURE, AGRO-INDUSTRIAL, AND IMPORT SUBSTITUTION PROJECTS. RECORD, HE SAID, WAS GOOD WITH MOST PROJECTS EITHER COMPLETED OR UNDER WAY.

-- MINPLAN STRESSED THAT OBJECTIVES FOR NEXT FIVE YEARS WERE TO RELIEVE CONDITIONS OF IMPOVERISHED RWANDAN MASSES, THROUGH INCREASED FOOD PRODUCTION, IMPROVED DELIVERY OF GOVERNMENT SERVICES TO RURAL SECTOR, MORE PRACTICAL FOCUS TO EDUCATION, AND GREATER USE OF LABOR-INTENSIVE TECHNIQUES. THROUGHOUT PLAN, HE NOTED, WAS HEAVY EMPHASIS ON IMPROVING HUMAN CONDITIONS GENERALLY IN RURAL SECTOR WHERE 95 PERCENT OF RWANDANS LIVE.

3. SUCCESSIVE WORKING SESSIONS THEN ADDRESSED FOUR DIFFERENT TOPICS: (A) RURAL AND SOCIAL DEVELOPMENT; (B) INDUSTRY AND NATURAL RESOURCES; (C) INFRASTRUCTURE; AND (D) TECHNICAL ASSISTANCE. UNFORTUNATELY, PROCEEDINGS ALL BUT BROKE DOWN LIMITED OFFICIAL USE

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OVER HOW TO GRAPPLE WITH THESE TOPICS. HOWEVER, DONORS GENERALLY SUCCEEDED IN AVOIDING A COMPETITIVE "SHOW-AND-TEL" ROUTINE. INSTEAD, ATTENTION WAS FOCUSED ON LENGTHY AND OVERLY-OPTIMISTIC SHOPPING LISTS OF PROJECTS IN EACH SECTOR, WHICH GOR INSISTED WERE MERELY "INDICATIVE" (TO DONORS' FRUSTRATION, GOR OFFICIALS ADAMANTLY REFUSED TO INDICATE PRIORITIES AMONG HOPED-FOR PROJECTS). MOST DONORS USED PROJECT LISTS AS MEANS OF DRAWING ATTENTION TO AREAS OF THEIR PARTICULAR SPECIAL INTEREST AND OF HIGHLIGHTING PROBLEMS IN PREVIOUS PROJECTS.

4. WITH CONSIDERABLE LITERARY LICENSE, RWANDAN SECRETARIAT THEN DREW UP "REPORTS" AND RECOMMENDATIONS ON EACH OF FOUR SECTORS:

(A) RURAL AND SOCIAL DEVELOPMENT. ROUND TABLE AGREED FOOD PRODUCTION SHOULD HAVE HIGHEST PRIORITY, SOME DONORS (INCLUDING U.S.) COMPLAINING THAT PRIORITY WAS NOT REFLECTED IN RESOURCE ALLOCATIONS. BOTH GOR AND DONORS STRESSED

IMPORTANCE OF INTEGRATING RURAL DEVELOPMENT PROJECTS. GOR COMPLAINED THAT DONORS HAD IN PAST BEEN "RETICENT" TO INVEST IN FOOD PRODUCTION ON PRETEXT IT WAS UNPROFITABLE (AN ASSERTION WHICH U.S. CHALLENGED AND SUCCEEDED IN ALTERING). RECOMMENDATIONS STRESSED IMPROVEMENT OF FOOD STORAGE AND MARKETING SYSTEMS, UPGRADING EXTENSION SERVICES, AND EXPANSION OF FARM-ORIENTED VOCATIONAL SCHOOLS.

(B) INDUSTRY AND NATURAL RESOURCES. REPORT REFLECTED DONORS' GENERAL DISINTEREST AND SKEPTICISM REGARDING INDUSTRIAL DEVELOPMENT PROSPECTS. CHIEF EXCEPTIONS HAD TO DO WITH ALTERNATIVE ENERGY POSSIBILITIES. INEVITABLY, METHANE GAS IN LAKE KIVU ATTRACTED ATTENTION (GERMANS OFFERED TO JOIN IN FINANCING PILOT PROJECT), AS DID RWANDA'S EXTENSIVE PEAT DEPOSITS AND SUPPOSED SOLAR ENERGY POSSIBILITIES. U.S. OFFERED TO PROVIDE RESULTS OF RECENT A.I.D. - CONTRACTED STUDY OF ALTERNATE ENERGY SOURCES. RECOMMENDATIONS LIMITED OFFICIAL USE

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STRESSED USE OF LABOR-INTENSIVE TECHNOLOGY, ESTABLISHMENT OF GUARANTEE FUND TO ENCOURAGE SMALL BUSINESSES, ESTABLISHMENT OF NATIONAL OFFICE TO COORDINATE AND SUPPLY DOSSIERS ON INDUSTRIAL DEVELOPMENT PROJECTS, AND GREATER SUPPORT FOR RWANDAN DEVELOPMENT BANK.

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(C) INFRASTRUCTURE. DISCUSSION WAS LARGELY LIMITED TO RAMENTING HIGH COST OF ROAD CONSTRUCTION AND MAINTENANCE, ESPECIALLY (AS WE STRESSED) IN LIGHT OF NEED FOR MORE SECONDARY AND FEEDER ROADS TO ENCOURAGE RURAL DEVELOPMENT AND FOOD PRODUCTION. IT WAS AGREED THAT FUND SHOULD BE ESTABLISHED, POSSIBLY WITH WINDFALL COFFEE REVENUES, TO ENSURE PROJECTS WERE MAINTAINED AFTER COMPLETION. AGAIN, WEST GERMANS MADE SUBSTANTIAL FINANCING OFFER FOR PRINCIPAL ROAD PROJECT ON CONDITION CONTRIBUTIONS OBTAINED FROM OTHER DONORS. RECOMMENDATIONS ONCE MORE STRESSED USE OF INTENSIVE LABOR AND BETTER PREPARATION OF PROJECT DOSSIERS.

(D) TECHNICAL ASSISTANCE. GOR WARNED OF POSSIBLE ACRIMONY ON THIS SUBJECT, EVIDENTLY BECAUSE OF ITS UNHAPPINESS WITH CURRENT TA PRACTICES: HIGH COST AND SOMETIMES INFERIOR CALIBER OF TECHNICIANS, FAILURE TO TRANSMIT EXPERTISE TO RWANDAN COUNTERPARTS, AND TERMINATION OF PROJECT FUNDING

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ON TECHNICIANS' DEPARTURE. IN FACT, DEBATE WAS POLITE WITH BOTH SIDES RECOGNIZING SUCH ROOM FOR IMPROVEMENT AND RWANDANS IN PARTICULAR PLEDGING GREATER EFFORT TO AVOID SHIFTING COUNTERPARTS AROUND IN MID-COURSE.

5. POTENTIALLY MOST SIGNIFICANT RECOMMENDATION TO EMERGE FROM MEETINGS WAS GENERAL ONE CALLING FOR CLOSER PERIODIC CONSULTATION AND COORDINATION AMONG GOR AND DONORS TO MONITOR PROGRESS ON PLAN 11. SPECIFICALLY, "MINI-ROUNDTABLES" TO COORDINATE CONTRIBUTIONS WITHIN EACH SECTOR WERE URGED. SIMILAR PROPOSAL WAS FLOATED BY DONORS AT ROUND TABLE FIVE YEARS AGO BUT REJECTED BY THEN-GOR (WHICH PREFERRED PLAY ONE DONOR AGAINST ANOTHER). THIS TIME, IT WAS COOKED UP BY UNDP AND GOR WITH U.S. AND A FEW OTHER SMALL DONORS SUPPORTING, WHILE BELGIUM, FRANCE, FRG, AND WORLD BANK EXPRESSED DOUBTS.

6. IN HIS CLOSING SPEECH, FONMIN REGRETTEBUT "UNDERSTOOD" DONORS' RELUCTANCE TO MAKE FIRM COMMITMENTS TO PROJECTS UNDER NEW FIVE-YEAR PLAN. SAID HE HOPED NEVERTHELESS DONORS WOULD TAKE AWAY APPRECIATION OF PLAN'S PRIORITIES AND OF RWANDANS' OWN EARNEST EFFORTS AT DEVELOPMENT. GIVEN COUNTRY'S MEAGER RESOURCES, PITIFUL PER CAPITA GNP, AND EXPLODING POPULATION (WHICH HE AFFIRMED WAS A KEEN GOR CONCERN). FONMIN APPEALED FOR GENEROSITY AMONG DONORS IN MOVING RWANDA OFF BOTTOM OF

DEVELOPMENT LADDER.

7. NOTED IN PASSING:

-- DRIVING FORCE ON DONOR SIDE OF TABLE WAS UNDP DIRECTOR FOR AFRICA DOO KINGUE, WHO WAS MAINLY RESPONSIBLE FOR ORGANIZING 1972 RWANDA ROUND TABLE. DOO KINGUE INDEED ARRIVED EXPECTING TO CHAIR THIS EVENT, WAS GRACIOUS AND ADROIT IN CEDING TO GOR, AND WAS PERCEPTIVE AND PROVOCATIVE IN CATALYZING DEBATE.

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AA MAJOR BILATERAL DONORS (ESP. BELGIANS AND FRENCH) WERE DISTINCTLY RETICENT AND OCCASIONALLY CARPING. WEST GERMANS MADE SOME SPECTACULAR GESTURES BUT WERE OTHERWISE RESERVED. SWISS WERE HELPFUL AND CONSTRUCTIVE. ALL FIELDDED OUT-OF-TOWN DELEGATIONS OF TWO TO FOUR PERSONS.

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JOINT STATE/AID MESSAGE

-- USSR, PRC, DPRK, AND LIBYA SAT SILENT THROUGHOUT AT OBSERVERS BENCH, DESPITE SUBSTANTIAL AID CONTRIBUTIONS HERE OF AT LEAST LATTER THREE. THEIR UNWILLINGNESS TO JOIN IN COORDINATION/INTEGRATION SOUGHT BY GOR WAS NOT LOST ON EITHER RWANDANS OR OTHER DONORS.

-- USDEL INTERVENED PERIODICALLY TO FOCUS ATTENTION ON NEEDS OF RURAL MASSES, DISPROPORTIONATE COSTS OF "MODERN" PROJECTS, IMPORTANCE OF INTEGRATED DEVELOPMENT EFFORTS, AND ABOVE ALL ON GROWING RWANDAN FOOD NEEDS IN FACE OF POPULATION PRESSURES. SUCCESS TO DATE OF USAID FOOD STORAGE AND MARKETING PROJECT AND COMPLEMENTARY A.I.D. FINANCED CRS SILO PROJECT WAS SPECIFICALLY RECOGNIZED BY OTHERS (STIMULATING CALLS FOR MORE OF BOTH). PER REFTTEL, WE INDICATED THAT EXPANSION OF FSM PROJECT WAS CURRENTLY UNDER CONSIDERATION, BUT WE MADE NO FURTHER SPECIFIC COMMITMENTS (EXCEPT FOR ENERGY STUDY MENTIONED ABOVE).
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AA QUESTION OF REGULATING HUMAN FERTILITY NOT ADDRESSED DIRECTLY IN DISCUSSIONS. HOWEVER, BOTH FONMIN AND MINPLAN SPEECHES REFERRED TO NEED FOR AFFIRMATIVE MEASURES, CITING FORMATION OF RWANDAN DEMOGRAPHIC COUNCIL, PROPOSED NATIONAL CENSUS, AND PLANNED PILOT INFORMATION PROJECT FOR KIGALI. AND AT LUNCHEON U.S. RESIDENCE, FONMIN TOLD AMB AND DOO KINGUE THAT GOR ACTIVELY SEARCHING FOR PROGRAM OF "CHILD SPACING" SUITABLE TO RWANDAN ENVIRONMENT (MORE SEPTTEL).

8. COMMENT:

(A) ROUND TABLE SHOWED GOR WANTS TO ASSUME GREATER INITIATIVE IN FORMULATING-COORDINATING DEVELOPMENT PROGRAM, THOUGH IT IS STILL FAR FROM MASTERING PLANNING TECHNIQUE AND USING IT FOR THIS PURPOSE. "MINI-ROUNDTABLES" COULD AND SHOULD HELP SHARPEN THESE SKILLS AND HEIGHTEN GOR CONFIDENCE.

(B) AS PREVIOUSLY REPORTED, WE WERE GRATIFIED AT RURAL SECTOR FOCUS OF PLAN 11, AND WE WERE FURTHER PLEASED THAT MOST ATTENTION AT ROUND TABLE SIMILARLY FOCUSED ON NEEDS OF RURAL POOR. FACT THAT SHOPPING LISTS WERE BLOATED WITH UNNEEDED PROJECTS FROM OTHER SECTORS ONLY SHOWED THAT EVERY GOR MINISTRY GOT A CHANCE TO ENTER ITS BID AND, IN THE END, ALLOWED DONORS AND PLANNERS TO RATIFY PRINCIPAL THRUST. BOTH PLAN AND ITS DISCUSSION LAID PROMISING GROUNDWORK FOR EVENTUAL EXPANSION OF USAID ACTIVITIES IN NEEDY RURAL SECTOR.

9. REPORTS AND RECOMMENDATIONS BEING POUCHED TO AFR/CAWA AND AF/C.

10. DECONTROL ON RECEIPT. CRIGLER

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Message Attributes

Automatic Decaptioning: X
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Channel Indicators: n/a
Current Classification: UNCLASSIFIED
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Control Number: n/a
Copy: SINGLE
Sent Date: 28-Feb-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
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Format: TEL
From: KIGALI JOINT
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Original Classification: LIMITED OFFICIAL USE
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